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REPORT ON THE FOURTH AMENDMENT

TO THE CENTRAL CONCORD REDEVELOPMENT PLAN

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Prepared by the Concord Redevelopment Agency

April 22, 1985

I. REASONS FOR THE PLAN AMENDMENT

The Central Concord Redevelopment Plan, adopted in 1974, specified certain areas within the Redevelopment Area to be developed as offices. In the course of implementing the Redevelopment Plan, the Redevelopment Agency has received several office development proposals near the Concord BART Station consistent with the Plan. At the time the Plan was originally adopted, the exact type or density of office development that would be realized in the downtown was not known. After several specific development proposals were made, the Agency determined that a more detailed analysis of the impacts of the proposed office development would be appropriate. The Agency wished to examine the specific impacts of the proposed office developments with respect to the traffic circulation system, the adjacent retail areas and housing need.

Early in 1984, the Agency initiated a planning study to make an analysis of these impacts. The planning study consisted of three separate but interrelated areas of analysis conducted by three different consulting groups as follows:

1. An economic analysis by Economic Research Associates. The purpose of this analysis was to estimate the anticipated commercial and housing growth within the Redevelopment Area over a 15-year period. This report identifies the ancillary demand for housing and retail that will result from the anticipated office growth in the downtown.
2. A traffic analysis conducted by JHK Associates which compared the trip generation from the anticipated growth in the ERA Report to the improved downtown street system as set forth in the City's General Plan Transportation Element.
3. A design analysis by an architectural firm, the ELS Design Group, to develop a set of design guidelines and activities for the Agency to undertake in order to regulate anticipated growth and to improve the appearance of the downtown area.

These analyses have been completed and have undergone extensive public review as the Downtown Planning Study. The Agency now wishes to proceed to implement the recommendations of the Downtown Study. In order to do so, the following actions must be considered:

1. Amend the City Zoning Ordinance;
2. Amend the City Parking Ordinance;
3. Adopt an Urban Design Manual;
4. Adopt an Agency Action Plan;
5. Amend the Redevelopment Plan;
6. Conduct an Environmental Analysis of the above actions.

The purpose of this report is to report on the reasons for the proposed Amendment to the Central Concord Redevelopment Plan as required by the California Health and Safety Code. The proposed changes to the Redevelopment Plan and the reasons for these changes are set forth below.



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A. Page 30, Subsection A - Land Use Map:

Section VI of the Redevelopment Plan provides that land uses will be permitted within the Redevelopment Area according to a map which is referred to in Subsection A. The Land Use Map that regulates permitted uses within the Redevelopment Area consists of three pages which comprise the final three pages of the Redevelopment Plan. Pages 2 and 3 of the Land Use Map set forth permitted land uses for each parcel within the Redevelopment Area. Page 2 of the Land Use Map is also an Exhibit to the City Zoning Ordinance which also regulates uses within the downtown area. The Amendment to the Redevelopment Plan proposes changes to Pages 2 and 3 of the Land Use Map in order to make the permitted land uses consistent with the recommendations of the Downtown Study. The changes to the Land Use Map are summarized as follows:

1. Parcels designated for auto-oriented retail business on the west side of Galindo Street and the block bounded by Clayton Road, Mira Vista, Willow Pass Road and Galindo Street, will be changed to a commercial/residential designation (see attached proposed replacement Land Use Map). The reason for this change is to encourage more intensive development of these parcels consistent with the new office development in the adjacent BART station area. The original designation of these parcels as auto-oriented reflected the existing land use at the time the Redevelopment Plan was adopted. Recently, adjacent areas have developed into offices, commercial and housing. This adjacent development makes continued use of the subject parcels as automotive-oriented inappropriate. The automotive use of these parcels has now become an underutilization of the property. The subject parcels have always required aggregation into larger development sites, and the use of the parcels as automotive-oriented was seen as an acceptable interim use. Now that the adjacent areas have developed to their highest and best use, it is appropriate to encourage the subject parcels to develop in a similar manner. This requires a higher and better permitted use designation, and encouragement for parcel consolidation.
2. A new land use category is suggested to be called commercial/residential. The purpose of this category is to indicate areas that may be acceptable and desirable for residential development within the downtown. It is appropriate to allow commercial development as an alternative use, in the event that the Agency is unable to actively encourage residential development. To the extent that the Agency can afford to assist the development of residential, these sites will be appropriate sites for residential development.
3. The parcels within the Willow Pass/Clayton Road corridor area extending from Highway 24 to Galindo Street will be changed from automotive-oriented retail business and retail business designations, to office and commercial/residential designations. These changes are recommended by the Downtown Study

which seeks to increase opportunities for the development of housing in the downtown area, and identifies office use as a more appropriate ground floor use in the corridor area. Retail uses in the corridor area on the ground floor will still be permitted office development was allowed as a permitted use above the ground floor, and as a secondary ground floor use under the current Redevelopment Plan. Two major office projects were approved on this basis. The proposed change makes the Plan consistent with approved projects that have been constructed. This change in designation includes the parcel adjacent to the corridor which is bounded by Mira Vista, Salvio Street, Galindo Street, and Willow Pass Road; and the area adjacent to California Hill bounded by Harrison Street, Salvio Street, and Adobe Street.

4. The blocks: 1) bounded by Pacheco Street, Colfax Street, Willow Pass Road, and East Street; and, 2) the northern half of the block bounded by Concord Blvd., Colfax, Sunset and East Street will be changed from retail designation to office designation. Retail uses will still be allowed on the ground floor under the new designation, and the office uses were permitted under the old retail designation. This change will have no effect other than to de-emphasize the blocks for retail since they are farther away from the retail area which is being encouraged in the blocks immediately surrounding the Plaza.
5. The blocks bounded by Sutter Street, Harrison Street, Broadway, and Fremont Street; and the block bounded by Galindo Street, Ashbury Street, Amador Street and Clayton Road, will be changed from office designation to commercial/residential designation. The reason for this change is to de-emphasize the development of the parcels as offices and to encourage the development of these parcels for multi-family residential housing, consistent with the Agency's housing goals and adjacent development.
6. The area bounded by Concord Avenue, Meridian Park Boulevard, the northern edge of the former City of Concord Sewer Treatment Plant, and the Walnut Creek Channel will be changed from light industrial and warehousing to regional retail and employment. The subject area has developed as retail and offices which were conditionally-permitted uses under the light industrial and warehousing category. This change in land use designation simply brings the Redevelopment Plan into conformance with uses that have been constructed in the area.
7. The blocks fronting on: 1) the east side of Market Street between Willow Pass Road and Concord Avenue; 2) the west side of Market Street between Sutter Street and Concord Avenue; and, 3) the parcels fronting on both sides of Concord Avenue between Market Street and Central Avenue will be changed from auto-oriented retail business to commercial. The purpose of

this change is to de-emphasize the auto-oriented uses and emphasize retail and commercial uses which are more compatible with the adjacent retail Concord shopping center (Park and Shop). Auto-oriented uses will continue to be allowed as secondary, conditional uses to provide a resource for auto-oriented uses in the Downtown.

8. The parcels fronting on the south side of Clayton Road between Oakland Avenue and Santa Clara Avenue will be changed from retail to office. Office was a permitted use under the retail category and one office development has been approved in the area. Retail will continue to be a permitted use. The change will emphasize office over retail consistent with what has been approved for the area.
9. The office designation for the block bounded by Market, Broadway, Fremont and Sutter Streets; and the eastern half of the block bounded by Market, Concord Avenue, Fremont and Broadway Streets will be changed to commercial to be consistent with adjacent land uses and the changes proposed under #7 above.
10. The parcel on which the new Safeway Store was developed at the corner of Willow Pass Road and Port Chicago Highway will be changed from housing to commercial to be consistent with the actual development of the parcel.
11. A new land use category of commercial/residential will be added that permits both types of development. The purpose of this new category is to encourage residential development at certain locations.

B. Page 30, Replacement of Retail Business Category with a Commercial Business Category:

The current permitted uses under the retail category provide for retail businesses on the ground floor area with offices and housing as permitted secondary uses above the ground floor. It is proposed that this land use category be retitled to "commercial" to reflect the mixed use concept that is being encouraged, and that a simplified language for describing uses permitted on the ground floor and floors above the ground floor, replace the existing language as follows:

Commercial Business

1. Permitted Ground Floor Uses: retail stores, personal service businesses, restaurants, and other eating places, places of entertainment, public buildings and facilities, and offices providing services to customers as the primary activity.
2. Permitted Uses on Floors Above the Ground Floor: all ground floor uses, plus other offices and residences.

3. Conditional Auto Uses: For the parcels bounded by Market Street, Concord Avenue, Highway 24 and Willow Pass Road; and for the parcel fronting on the east side of Market Street between Sutter Street and Concord Avenue; and for the parcels fronting on Concord Avenue between Market Street and Central Avenue; freestanding gasoline stations and motor vehicle service or repair businesses may be allowed as conditional uses at the discretion of the Redevelopment Agency.

This proposed language simplifies the statement of permitted uses. It is also the proposed language that will be included in the revisions to the City's Downtown Business District Ordinance. It is proposed that this same land use designation be put into the Redevelopment Plan in order to maintain consistency between the Redevelopment Plan and the City's Downtown Business District Ordinance, and in order to simplify and clarify the statement of permitted and desirable uses. This change in the title of retail business to commercial would also affect Subsection C.3. on Page 31, and Subsection G.1.b. on Page 33 where the retail business category title is used.

C. Revision of Office Category:

It is proposed that the existing language for permitting offices be replaced with new language as follows:

Offices

1. Permitted Ground Floor Uses: offices, restaurants, and other eating places; religious and nonprofit uses, and public facilities and buildings.
2. Permitted Uses on Floors Above the Ground Floor: all ground floor uses, plus commercial uses as defined in the commercial category, and residences.

The purpose of this proposed change is to clarify the types of office uses that will be permitted. This language is also consistent with the proposed revisions to the City's Downtown Business District Ordinance.

D. Elimination of Auto-Oriented Retail Business Category:

On Page 32 of the Plan, the existing auto-oriented retail business category would be eliminated consistent with the change in the Land Use Map for the Redevelopment Area. The purpose for this is set forth in A. above.

E. Change of Housing Category on Page 33:

The title of the housing category will be changed to "residential" consistent with the change in the Land Use Map as set forth in Section A. above. The existing language for permitted uses within the housing category will be changed to the following language:

Residential

1. Permitted Ground Floor Uses: multiple family residential, retail stores, personal service businesses and offices providing services to customers as the primary activity, provided that nonresidential uses shall not exceed 5% of the project site area.
2. Permitted Uses Above the Ground Floor: multiple family residential, including apartments, condominiums, and townhouses.

The reason for this proposed change is to make the residential designation for parcels within the Redevelopment Area consistent with the proposed changes to the City's Downtown Business District Ordinance. It is also the purpose of this change to clarify the amount of retail uses that will be permitted on the ground floor residential projects. The new designation still retains housing as the primary use for parcels that are designated residential.

F. Revision of Section J - Standards for Development on Page 39:

It is proposed that the height, bulk, and density development standards presently set forth in the Redevelopment Plan be eliminated from the Redevelopment Plan. It is proposed that the revisions to the City's Downtown Business District Ordinance will include specific standards governing height, bulk, and density. Since the Downtown Business District Ordinance contains regulation of development of this type of specificity, it is unnecessary to have regulations of this sort stated specifically within the Redevelopment Plan. Section J. of the Redevelopment Plan currently provides that the Agency is authorized to establish specific building heights, building coverage, design criteria, etc. (development standards). It is the intent of this modification to the Redevelopment Plan, that the Redevelopment Agency adopt the development standards set forth in the City's Downtown Business District Ordinance. The establishment of specific development criteria within the Ordinance, and the elimination of redundant criteria in the Redevelopment Plan, will make the Agency's administration of control over development within its area more flexible than is currently possible with the specification of these development standards within the Redevelopment Plan.

II. DESCRIPTION OF THE AREA

This amendment to the Plan does not add any new property to the project area. The areas included in the Plan were described in connection with the adoption of the Plan and later amendments adding property to the project area.

III. PROPOSED METHOD OF FINANCING

Economic Research Associates prepared a Downtown Concord Study Area Market Analysis for the study of the downtown area. This report was dated December 1983 and its update dated April 1, 1985 (titled Addendum to the Downtown Concord Study Area Market Analysis). The ERA Study estimates that the downtown Redevelopment Area will experience the following amounts of growth by type of use:

- A. Office development: 6.2 million square feet.
- B. Retail development: 200,000 square feet.
- C. Residential development: 2,000 housing units.

The Redevelopment staff estimates that the estimated growth as set forth in the ERA Study would yield the following addition in market value to the valuation of the project area.

- A. Office development: \$496,000,000
- B. Retail development: \$ 14,000,000
- C. Residential development: \$300,000,000

The proposed amendments to the Redevelopment Plan will not change the method of financing as set forth in the original report on the Central Concord Redevelopment Plan. The proposed amendments will allow, and be consistent with, the forecasted growth estimated by ERA in their market analysis. The forecasted growth and resulting tax increment revenues will be sufficient to undertake the improvements anticipated by the Redevelopment Plan. The projected growth is greater than originally estimated at the time the Plan was adopted, and therefore, the feasibility of funding the improvements anticipated by the Plan remains equal or better.

The amendments to the Plan will not result in the need for additional infrastructure improvements beyond what was estimated would be needed at the time the original Plan and its subsequent amendments were adopted.

IV. RELOCATION

This amendment to the Plan does not add any new property to the project area. The relocation plan for the project area was prepared in connection with the adoption of the Plan and the later amendments adding properties to the project area. The amendments to the Plan do not alter any relocation needs that would require a change in the Relocation Plan.

V. ANALYSIS OF PRELIMINARY PLAN

No preliminary plan was required on connection with this amendment.

VI. REPORT OF THE PLANNING COMMISSION

At the time of preparation and submission of the report, the Planning Commission had not yet made its report and recommendations. That report and recommendation will be submitted upon completion.

VII. REPORT OF THE REDEVELOPMENT ADVISORY COMMITTEE

At the time of preparation and submission of this report, the Redevelopment Advisory Committee had not yet made its report and recommendations. That report and recommendation will be submitted upon completion.

VIII. ENVIRONMENTAL IMPACT ANALYSIS

An initial Environmental Analysis was prepared by the Concord Redevelopment Agency staff on the proposed amendments to the Redevelopment Plan, and other proposed changes to City ordinances and Agency regulations which will implement the recommendations of the Downtown Study. Agency staff is recommending that the Redevelopment Agency Board adopt a Negative Declaration with a finding that, although the proposed project (revisions to Agency and City policies) could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described in the initial Environmental Impact Analysis will be added to the project.

All of the revisions to the Redevelopment Plan and Zoning Ordinance are more restrictive in nature than the regulations which they propose to amend. These regulations have been the subject of prior Environmental Impact Reports, including an EIR for the adoption of the Redevelopment Plan and its subsequent amendments.

IX. REPORT OF COUNTY FISCAL OFFICER AND FISCAL REVIEW COMMITTEE

Because the proposed amendment does not add or remove any property from the Redevelopment Area, no report of the County Fiscal Officer nor the Fiscal Review Committee was required or prepared.

X. **NEIGHBORHOOD IMPACT REPORT**

The proposed amendments do not alter the impacts on low and moderate income housing that were addressed in the original neighborhood impact statement. The change in land uses described in Section A.II. may have a beneficial impact on low and moderate income housing since additional residential development will be encouraged.

XI. AGENCY ANALYSIS OF COUNTY FISCAL OFFICER REPORT

In that no report of the County Fiscal Officer or Fiscal Review Committee is required (see IX above), no Agency analysis is provided in this report.

XII. SECTION 21151 - PUBLIC RESOURCES CODE REPORT

The proposed plan amendments do not require a report pursuant to Section 21151 of the Public Resources Code.

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